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ABSTRACT

This paper discusses educational planning and its connection with human resource development. Also discussed are types of educational planning in different settings: the cabinet, the national planning agency, and the ministry of education. The paper concludes that education planning should be integrated with the plans of broader national development, be a part of educational management, and be concerned with the quality of educational development--not merely with quantitative expansion. (Author/LD)

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LECTURE-DISCUSSION PAPER NO 7

EDUCATIONAL PLANNING: AN ORIENTATION

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FOREWORD

Frequently researchers of the Research Unit for Education system planning have lecture-discussions with educational planners of various education departments on topics in the field of educational planning.

This lecture-discussion series is an attempt to record the principal ideas expressed by the researchers during these discussions. It is an informal publication not subjected to the normal type of editing and must therefore not be seen as an official publication.

The opinions expressed in these papers are those of the authors which do not necessarily represent the views of the Research Unit.

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C O N T E N T S

		Page
1.	Introduction	1
2.	An educational system	1
3.	Educational planning	4
	3.1. What is educational planning?	4
	3.2. Human resource development and educational planning (HRDE)	5
	3.3. Types of educational planning in different settings	6
4.	Closing remarks	9
	Bibliography	11

EDUCATIONAL PLANNING: AN ORIENTATION

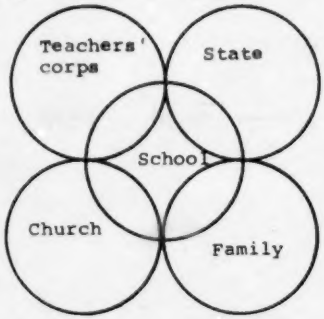
1. INTRODUCTION

People the world over who are concerned with the future of education are asking many questions about educational planning. And although the majority of the world's educational leaders and governments have committed themselves to the idea of educational planning, it still remains a mystery to most of the people upon whom its success depends. This booklet is intended as a layman's introduction to educational planning with the aim of answering some of the basic questions on the subject.

2. AN EDUCATIONAL SYSTEM

The first basic question to consider when talking about educational planning is: "What is an educational system?" The term "educational system" implies formally organised education centring around the school, and yet an educational system is much more than the school. The school is only one of many interwoven societal relationships which co-operate with each other in an organised educational system (Ruperti, 1976, p.4). The other societal relationships concerned, of which the more important ones are the state, the family and the church, and the manner in which they are involved differ from community to community, but they all work together in the interests of education and organised bodies such as departments of education,

regional councils and parent-teacher associations come into being (Ruperti, 1976, p.4). By means of a diagram the interwoven societal relationships which co-operate with each other to form an organised educational system can be represented as follows:



An organised educational system is not static. Regular and continuous development takes place. The driving power behind all cultural development, including the development of an educational system, is the ground motive or spiritual force of a community. Ruperti puts it like this: "All cultural advance, including the development of an education system, takes place under the guidance of a ground motive which is the primary determinant of the nature and direction as well as the degree and rate of cultural unfolding" (1976, p.5). One can distinguish a number of ground motives such as the Christian, Mohammedan, Buddhist or the ground motive behind rationalism, empiricism, pragmatism, communism and other philosophies of life. The ground motive of an

individual or community is always a mixture of motives, one of which is usually dominant. Therefore when one speaks of a specific ground motive (e.g. Christian) as the driving power behind an educational system or a culture, one means that that particular ground motive is uppermost (Barnard, 1978, p.30; Ruperti, 1976, p.5).

Under the guidance of the predominant ground motive, a nation's culture, including its educational system, is further directed by various impelling, limiting and otherwise determining factors (Ruperti, 1976, p.5). These factors, which differ from nation to nation, can all be classified under the following fifteen headings, divided into two main classes (Barnard, 1978, p. 31; Ruperti, 1976, pp. 5 - 6):

(i) Natural factors: number, space, movement, physical, biotic and psychical.

(ii) Cultural factors: analytical, historico-cultural, linguistic, social, economic, aesthetic, juridical, ethical and pistical.

Some of these factors are more in evidence in the development of an educational system than others, and in the development of the educational system in some countries than in others. The language (linguistic)

factor exerts a much stronger determining influence in a bilingual country than in unilingual countries. The number of children to be educated and the available financial (economic) resources are factors which exert a strong influence on all systems (Ruperti, 1976, p.6).

From the above it should be clear that the planning of an educational system is a complex affair which must include a study of the interwoven social structures forming an educational system, as well as of the ground motive and determining factors which all have an influence on the system.

3. EDUCATIONAL PLANNING

3.1. What is educational planning?

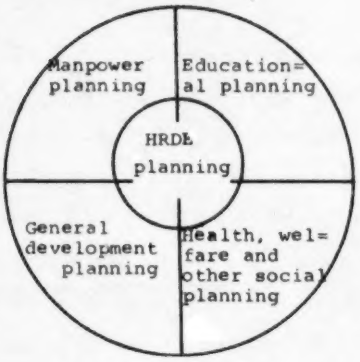
Keeping in mind the complex nature of an educational system, the next fundamental question to consider is: "What is educational planning?" In its broadest sense educational planning is "the application of rational, systematic analysis to the process of educational development with the aim of making education more effective and efficient in responding to the needs and goals of its students and society" (Coombs, 1974, p. 14).

Seen in this light educational planning deals with the future, drawing enlightment from the past. Planning

is a continuous process and to be effective must be concerned not only with future plans, but also with its own implementation of these plans. As plans for one period move into action, planning for the next must be under way, nourished by feedback from the first (Coombs, 1974, pp. 14 - 15). Carried out in this manner planning is, or should be, an integral part of the whole process of educational management. It can help the decision-makers at all levels, from classroom teachers to national ministers, to make better-informed decisions. To achieve such benefits a wide-angle view on the whole education system is necessary as well as the determination of the place of educational planning in the national planning programme (Coombs, 1974, p. 15).

3.2. Human resource development and educational planning (HRDE)

Educational planning together with other forms of social sector planning such as manpower planning, health planning, welfare planning, etc., may be seen as elements of human resource development planning. Human resource development planning include all planning for the improvement and employment of the strength and skill of human beings (Curle, 1969, p. 20). The different elements of human resource development planning may be illustrated by means of the following diagram:



Because educational planning forms only part of the total social sector planning it is clear that the educational planner must work in close collaboration with all of the other social sector planners. This also means that the educational goals must form part of the final planning goals of the total social sector. As a result of this interdependence of all social sector planners there exists a core of common understanding and skill among all planners engaged in aspects of human resource planning (Curle, 1969, p.26). This core is illustrated in the diagram above.

3.3. Types of educational planning in different settings

The various types of educational planning, as part of the total social sector planning, is carried out in different settings.

(i) In the cabinet: "Those responsible for a nation's destinies must decide upon the

goals for which they are striving and then instruct their subordinates to develop plans by which they can most effectively be reached" (Curle, 1969, p.20). At this highest level policy is made by means of political decisions. An educational policy made at this level does not properly constitute plans, but to be fully implemented it requires the sanction of the cabinet or whatever body is at the apex of power (Curle, 1969, p.21).

(ii) In the national planning agency: A planner operating at this level is attached to the national planning agency. He is not in the department of education and is largely responsible for relating the education plan to the other sectors of the national development plan. His prim[illegible] task is to understand the role of the human factor in development (Curle, 1969, pp. 21 - 22). While the department of education will put forward a series of specific proposals to the planning agency detailing the ways in which it aims to achieve the national objectives, the role of the planning agency is to consider these proposals and their costs in terms of the most efficient allocation of national resources to all sectors, and in terms of its perception of the larger issues of human resource development and

utilization. Therefore the education sector of a general development plan is less detailed and professional than that produced by a department of education (Curle, 1969, p.22).

(iii) In the ministry of education: The senior officials in the department of education translate government policy into ministry practice. These seniors are men with wide experience who plan the expansion and improvement of the system in terms of the goals set out for them. They speak for the education system to those charged with other aspects of national development, and they not only make the plans but are also responsible for their implementation (Curle, 1969, pp. 22 - 23; Ruperti, 1977, pp. 5 - 6).

(iv) In the planning group: The senior officials described above may not have much to do with the actual planning techniques. In the department of education there will be a planning group who are trained in the statistical, budgetary and demographic skills which are required if policy must become practice. The planning group will deal with the detailed procedures, e.g. the building programmes, the expanded enrolment, the financial implications of proposed changes, etc., by which the policies set by the highest authorities, and passed on to them in more details

by their superiors, will be implemented.

(v) Specialists in various fields. In addition to the planning group there may be specialists in various fields such as curriculum development, teacher training, adult education, etc., who will be charged with planning and implementing the details of improvement or expansion in their particular field (Curle, 1969, p.23).

4. CLOSING REMARKS

To sum up, the following five propositions may serve as a general framework for educational planning (Coombs, 1974, pp. 33 - 34):

- Educational planning, dealing with the future, should have a short-range (one to two years), a middle-range (four to five years) and a long-range perspective (ten to fifteen years).

- Educational planning should be comprehensive. It should include the whole education system and also extend its vision to non-formal education to ensure its effective integration with formal education to satisfy the priority needs and goals of society.

- Educational planning should be integrated with the plans of broader national development. To contribute most effectively to individual and national development, and to make the best use of scarce resources, education must not be isolated.

- Educational planning should be an integral part of educational management. The planning process must be closely tied to the processes of decision-making and operations.

- Educational planning must be concerned with the qualitative aspects of educational development, not merely with quantitative expansion. Only thus can it help to make education more relevant, efficient and effective.

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